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PROPOSED PROJECTS AND PROGRAMMES

Request for Extension of and Additional Resources for the UNFPA Country Programme for Haiti

Report of the Executive Director

1. The Executive Director requests that the second UNFPA programme of assistance to the Government of Haiti be extended by two years, through the end of 2001, and that an additional amount of $7.2 million be approved for the programme, thereby raising the total funding authority to $16 million. The current country programme was approved by the Executive Board in March 1997 for the three-year period 1997-1999, in the amount of $8.8 million, of which $6.3 million would be programmed from UNFPA regular resources and $2.5 million from other resources, including multi-bilateral resources. It is estimated that the total expenditures (regular and other) for the period 1997-1999 would amount to $7.6 million. The additional amount of $7.2 million being requested would be used to cover reprogrammed and new activities, especially in the area of reproductive health. The extension would also allow harmonization with the programme cycles of UNDP, UNICEF and the World Food Programme (WFP).

2. Haiti is a "Category A" country under the UNFPA resource allocation criteria. It ranks 152 out of 174 countries on the UNDP Human Development Index (1999) and is the only least developed country (LDC) in the Latin America and the Caribbean region. Demographic indicators reflect a high population growth rate, the highest maternal mortality and population density in the region, low contraceptive prevalence and a high incidence of HIV/AIDS. The second country programme (1997-

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1999) was designed to help the Government prevent a further decline in the country's reproductive health services that could be caused by the transition from humanitarian and emergency assistance programmes to government-owned development programmes. The programme aimed at assisting the Government in achieving its national goals of reducing maternal mortality and sexually transmitted diseases (STDs), including HIV/AIDS; increasing contraceptive prevalence; responding to the growing demand for reproductive health services for youth; improving the demographic database and creating conditions for executing the census; and ensuring women's reproductive rights, and gender equity and equality.

3. At the time the second country programme was approved in 1997, Haiti had undergone a protracted period of political instability and was experiencing the socio-economic impact of an international trade embargo, which had destabilized the already weak institutional capacity to provide social services. Given the very limited national capacity to formulate, execute, manage and monitor social development programmes, the country programme, thus far, has been mainly implemented through the utilization of international and national non-governmental organizations (NGOs) and United Nations organizations and agencies, including UNFPA. It had been envisaged that the country programme would be implemented utilizing a two-pronged strategy, whereby immediate needs would be addressed through NGO execution, followed by a gradual shift of responsibility for programme execution to the Government, while maintaining the partnership with NGOs. This transition, however, was not fully achieved due to the economic and political conditions in the country. The recent appointment of a new Prime Minister and the designation of the Cabinet are promising signs of the country's stabilization.

Implementation of the programme and findings of the mid-term review

4. The mid-term review (MTR) of the Haiti programme was initiated in November 1998 and was completed in March 1999. The review noted that the objectives of the country programme continued to reflect current national priorities, and the programme's main strategies remained valid. However, the MTR pointed out that the outputs had been only partially achieved. It was recommended that the prioritization and strategic organization of programme activities should be adjusted, including making them more focused and cost-effective.

5. As regards achievements in the area of reproductive health, the MTR noted that the national capacity for reproductive health service delivery had been strengthened and the number of delivery points had been expanded in the programme's three priority regions -- Artibonite, Grande Anse and Nord Ouest. The reproductive health needs of youth in the capital, Port au Prince, were being addressed through support to a widely used youth-serving, community-outreach NGO. The needs of youth were also being met through integration of sexual and reproductive health concepts in the primary and secondary school curricula, and in the national literacy campaign of the Ministry of

Education. In addition, UNFPA support for the integration of family planning services in the AIDS/STD detection service centres had increased access to contraceptives that provide protection against pregnancy and reduce the risk of HIV transmission. UNFPA support had also helped to strengthen the contraceptive logistics management system of the Ministry of Public Health and Population (MSPP) and increased contraceptive availability. The Fund's efforts included mobilizing multi-bilateral funds from the Government of the Netherlands for the procurement of condoms.

6. The MTR noted the high implementation rate and the estimated overexpenditures recorded under the reproductive health subprogramme, although most projects were not yet completed and anticipated outputs had not been fully achieved. In that regard, it should, however, be recognized that due to the unique political situation in the country and the weak institutional capacity at the outset of the country programme, a proportion of programme resources, larger than originally anticipated, was utilized to support project development and strengthen human resources to permit implementation. The MTR recommended gradually increasing reliance on national capacities and decreasing the involvement of international NGOs in programme execution. It also emphasized the need to increase inter-agency collaboration in the area of maternal mortality reduction.

7. Overall, the MTR recommended that the number of component projects be progressively reduced and that the reproductive health subprogramme be restructured in coordination with the MSPP, so as to focus on the three main priority areas of maternal mortality, youth and gender-sensitive, integrated reproductive health services. The MTR also recommended that UNFPA work with the MSPP in defining a strategy in the area of maternal mortality for implementation during the programme extension period using the National Plan for the Reduction of Maternal Mortality as a framework. In addition, the MTR recommended that project monitoring activities be intensified. Subsequent to the MTR, coordinated inter-agency activities have been initiated jointly with the MSPP.

8. The approval of the population and development strategies subprogramme, executed by UNFPA, was delayed until mid-1998 due to administrative constraints and the need to hire technical personnel to coordinate implementation. The implementation rate has been low due to the fact that activities were only recently initiated. The Government has recognized the undertaking of a population census as a priority, and UNFPA has taken an active role in census preparatory activities, including providing high-level technical assistance and undertaking resource mobilization efforts. These efforts have led the Government of Haiti to reserving resources for census-related activities in the regular budget and they have also resulted in an increased interest among donors in funding the 2001 census. In addition to resource mobilization efforts for census activities, UNFPA, jointly with UNDP, is providing technical support for the design of an advanced course on population and development, which will include data collection and analysis. At the same time, in response to a recommendation of the MTR, UNFPA is providing technical assistance, through its regional Country Support Team, to the newly created Population Secretariat, for the development of a national population policy.

9. The advocacy subprogramme, also approved in mid-1998, required the recruitment of technical personnel to coordinate and implement activities. A network of media communicators was trained to raise awareness and generate public support for population-related issues. To provide guidance for future advocacy efforts, a study was undertaken on the perceptions of parliamentarians on major population issues. In addition, a wide range of awareness-raising activities was conducted, inter alia, on STD/AIDS prevention. The MTR noted, however, that UNFPA support to the Government in addressing women's reproductive rights and gender equity and equality was very limited and that in accordance with the purposes of the country programme, these concerns should be the main focus of UNFPA-supported advocacy efforts under the programme extension.

10. UNFPA is Haiti's largest donor of multilateral assistance in the area of population. The Fund's assistance complements the contributions of other major donors in Haiti. UNFPA collaborates with the World Bank and the United States Agency for International Development (USAID) in contraceptive procurement, contraceptive logistics management and reproductive health service training. As noted above, UNFPA has been active in assisting the Government in preparatory activities for the census. UNFPA technical assistance has been complemented by donations in equipment by the Governments of Belgium and Japan. UNFPA also has a key role to play in the integration of HIV/AIDS prevention into reproductive health services. During 1998 and 1999, UNFPA chaired the theme group of the Joint United Nations Programme on HIV/AIDS (UNAIDS). The theme group launched an awareness-raising campaign focusing on adolescents and using the image of UNAIDS Goodwill Ambassador Ronaldo, a Brazilian soccer star, who enjoys enormous popularity in Haiti.

Proposed activities

11. In accordance with MTR recommendations, the reproductive health subprogramme is being jointly reviewed by UNFPA and the Ministry of Public Health and Population with a view to aligning activities along the three main priority areas of maternal mortality, youth and gender-sensitive reproductive health services. The $2.4 million in regular resources and $2.4 million in multi-bilateral and/or other, including regular, resources being requested for the two-year extension period would be used in part to cover overexpenditures and reprogrammed activities. The resources would be distributed among projects to continue support to strengthen reproductive health services in the three priority regions mentioned earlier and to address the reproductive health needs of youth through continued support to the Ministry of Education and to national NGO counterparts providing reproductive health services to youth. Support would also be provided to complete project activities aimed at providing reproductive health information for workers; and to provide integrated reproductive health services through the Ministry of Public Health and Population, which would prioritize components focusing on maternal mortality reduction and would ensure the inclusion of the gender dimension. As regards other sources of funding, Haiti has obtained $1 million from the United Nations Foundation, through UNFPA, to support an adolescent reproductive health project which would centre

on expanding youth services to rural areas. It is expected that $1.5 million would be contributed by various donors for contraceptive procurement to address the unmet need for family planning.

12. Given the signs of political stabilization and a re-emerging public sector in Haiti, and in accordance with the country programme strategy and the recommendations of the MTR, during the extension period responsibility for programme execution would gradually be transferred to the Government. As a result of the redistribution of execution responsibility, approximately two thirds of the reproductive health subprogamme funds would be under national execution and approximately one third of the funds would be executed by NGOs.

13. During the extension period, under the population and development strategies subprogramme the requested amount of $1 million in regular resources and $0.4 million in multi-bilateral and/or other, including regular, resources would be used to continue strengthening the national capacity to produce and utilize data for development planning. Specifically, support would be provided to conduct preparatory activities for the census and to strengthen national institutions such as the Haitian Institute of Statistics and Informatics, the National University and the Ministry of Planning. Support would also be provided to consolidate the advanced course in population and development. In addition, as requested by the Government during the MTR, UNFPA would provide technical assistance to the Government for formulating a population policy and for incorporating population and environment linkages into ongoing population education activities.

14. As regards the advocacy subprogramme, during the extension period the main focus would be on assisting the Government in achieving its goal of promoting women's reproductive rights and gender equity and equality. The amount being requested, $0.6 million in regular resources and $0.2 million in multi-bilateral and/or other, including regular, resources, would be used to support the Ministry of Women's Affairs and Rights in carrying out advocacy activities promoting women's empowerment. UNFPA would also continue to support advocacy efforts with parliamentarians, journalists, decision makers and representatives from the private sector to promote the Programme of Action of the International Conference on Population and Development (ICPD) and to increase public awareness and understanding of the ICPD goals.

15. In keeping with a recommendation of the MTR, UNFPA would continue to contribute to strengthening inter-agency collaboration. UNFPA, along with other partners of the United Nations Development Group, is actively involved in preparations for the United Nations Development Assistance Framework exercise scheduled for 2000. Should multi-bilateral funds become available, UNFPA intends to broaden collaboration with WFP and UNESCO. An inter-agency initiative focusing on maternal mortality reduction is currently underway and involves UNFPA, WHO, UNICEF, USAID, the Inter-American Development Bank and the World Bank. Other plans for inter-agency

initiatives include workplace-based reproductive health projects with technical assistance from ILO, and continued collaboration with UNAIDS on HIV/AIDS prevention.

Financial summary

16. The table below provides a financial summary of the second country programme, including estimated expenditures through 1999, the end of the programme period, as well as the additional funding required for the extension period, 2000-2001. During the period 1997-1999, against an approval of $8.8 million, UNFPA would have spent an estimated $7.6 million, of which $0.4 million would be from multi-bilateral funding. The total additional amount being requested for the extension period, 2000-2001, is $7.2 million, of which $3.0 million would be from multi-bilateral and/or other, including regular, resources. The requested amount would cover the overexpenditure under the reproductive health subprogramme as well as reprogrammed and new activities.

Numbers in millions of $

Sectors	**Total approved by Executive Board 1997-1999**		**Estimated Expenditures 1997-1999**		**Additional approval authority requirements**		**Total 1997-2001**	
	Regular	Other	Regular	Other	Regular	Other	Regular	Other
Reproductive Health	4.5	2.5	6.2	0.4	2.4	2.4	6.9	4.9
Population and Development Strategies	0.6	-	0.6	-	1.0	0.4	1.6	0.4
Advocacy	1.2	-	0.4	-	0.6	0.2	1.8	0.2
Reserve	-	-	-	-	0.2	-	0.2	
Total	**6.3**	**2.5**	**7.2**	**0.4**	**4.2**	**3.0**	**10.5**	**5.5**
Grand Total	**8.8**		**7.6**		**7.2**		**16**	

Recommendation

17. The Executive Director recommends that the Executive Board approve the extension of the second country programme of assistance for two years 2000 and 2001, and increase the funding authority by $4.2 million in regular resources and $3 million in multi-bilateral and/or other, including regular, resources for a total additional amount of $7.2 million, raising the total funding authority of the programme to $16 million.